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SA F – Evacuation

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SA F Tasked Agencies	
Primary Agency	Oregon Emergency Management
Supporting Agencies	
Adjunct Agency	American Red Cross (ARC)

1 Purpose and Scope

The Evacuation Annex to the State Emergency Operations Plan provides an overview of mass evacuation functions, agency roles and responsibilities and overall guidelines for the integration of federal, state, tribal, and local support in the evacuation of large numbers of people in incidents requiring a coordinated State response.

This annex:

- Establishes the criteria under which State support to mass evacuations is provided.
- Identifies the roles and responsibilities of State agencies and organizations involved in a State supported mass evacuation.
- Provides a concept of operations for State-level mass evacuation support.
- Identifies guidelines to improve coordination among federal, state, tribal and local authorities when State evacuation support is required.

2 Situation and Planning Assumptions

2.1 Disaster Conditions and Hazards

Emergencies or major disasters may require the evacuation of people, household pets, service animals and livestock from the hazard area to an area of lower risk. These include catastrophic earthquakes; acts of terrorism, military attacks, and bombings; floods; fire; tsunamis; tornados; other civil disasters (e.g., chemical spills and industrial accidents); or major transportation accidents, including train or airplane crashes. Such disasters or emergencies can occur anywhere in Oregon.

2.2 Types of Evacuations

- *Spontaneous Evacuation.* Residents or citizens in the threatened areas observe an emergency event or receive unofficial word of an actual or perceived threat and, without receiving instructions to do so, elect to evacuate the area. Their movement, mode, and direction of travel is unorganized and unsupervised.
- *Voluntary Evacuation.* This is a warning to persons within a designated area that a threat to life and property exists or is likely to

exist in the immediate future. Individuals issued such a warning order are not required to evacuate; however, it would be to their advantage to do so.

- *Mandatory or Directed Evacuation.* This is a warning to persons within the designated area that an imminent threat to life and property exists and individuals *must* evacuate in accordance with the instructions of local officials.
- *Notice versus No-Notice Evacuation.* These evacuations are also in the context of either a notice evacuation where sufficient planning time exists to warn citizens and to effectively implement a plan, or a no-notice evacuation where circumstances require immediate implementation of contingency plans.
- *Shelter-in-Place.* Depending on the nature and timing of a catastrophe, emergency managers may warn people of whether it is safer to evacuate or to shelter in place. In an evacuation, people leave their homes and businesses and travel to a safe location away from danger. In some instances, it is safer for people to quickly seek shelter indoors—in homes, schools, businesses, or public buildings—than to try to travel. Shelter-in-place would be used when there is little time to react to an incident and it would be more dangerous to be outside trying to evacuate than to stay indoors for a short period of time. Additional protective actions that the emergency managers may recommend would include turning off air conditioners and ventilation systems and closing all windows and doors. Sheltering-in-place might be used, for example, in the event of a chemical accident. FEMA recommends people have food, water, and medical supplies and be prepared to stay indoors for at least three days.

2.3 Laws and Authorities

- Emergency evacuation in Oregon is conducted in accordance with **ORS 401.065** *Police Powers during State of Emergency; Suspension of Agency Rules*, and **ORS 401.309** *Declaration of State of Emergency by Local Government; Procedures; Mandatory Evacuations*.
- *Pet Evacuation and Transportation Standards Act of 2006*, which amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that State and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.
- *SB 570 (2007 - 74th Legislative Assembly)* directs Oregon Emergency Management and the State Department of Agriculture to develop written emergency operations plans for animals and livestock during

major disasters or an emergency that provides for the evacuation, transport and temporary shelters.

- *HB 2185 (2007 – 7th Legislative Assembly)* authorizes the Director of Human Services to appoint a Public Health Director, State Public Health Authority and local public health authority to take certain actions during public health emergencies. It further modifies the authority of the Governor to take certain actions during any state of public health emergency, as well as modification of circumstances and procedures for imposing quarantine or isolation. This includes restriction of access to property in a manner that reduces or prevents exposure, and evacuation as necessary.

2.4 Assumptions

- Evacuation may be complicated by jurisdictional boundaries, by physical barriers, and by transportation or road capabilities.
- Experience has shown that during most emergencies for which there is advanced warning a large percent of residents in threatened areas evacuate their homes before ordered to do so by public officials. Moreover, most of these evacuees seek temporary housing with relatives or friends rather than using designated public emergency housing facilities.
- Many residents may not evacuate because they want to take care of their household pets and refuse to evacuate without them.
- Evacuating special needs populations may require additional resources and coordination. People with special needs are defined as people who are elderly, people with disabilities and other medical conditions, people with limited English proficiency, people with hearing and sight impairments, people who are in institutions, and people without access to private vehicles.
 - For people with special needs other than disabilities that may need additional assistance in an evacuation. This includes people in schools, day care centers, prisons and detention centers, and drug treatment centers. It also includes people with limited English proficiency and people who are transient such as tourists, seasonal workers, and the homeless.
 - Nursing homes, hospitals, and other institutions caring for disabled persons generally have evacuation plans that account for the unique needs of persons in those institutions.

3 Roles and Responsibilities

3.1 Primary Agency

3.1.1 Oregon Emergency Management

[TO BE DEVELOPED]

3.2 Supporting Agencies

[TO BE DEVELOPED]

3.3 Adjunct Agencies

3.3.1 American Red Cross

[TO BE DEVELOPED]

4 Concept of Operations

4.1 General

In Oregon, the primary responsibility for ordering and coordinating an evacuation rests with local government. However, in the event of a large scale regional evacuation, the State ECC can provide coordination. The basic approach to evacuation is the same regardless of the type of threat. Small local evacuations are usually coordinated between the jurisdictions involved. Jurisdictions should consider notifying their local American Red Cross representative when considering evacuations of any scale.

At the local level, it is necessary to determine the area at risk, identify the population and any persons requiring special needs, designate roads and routes leading to the appropriate low risk areas, provide bus or other means of transportation for those who need it, open and staff shelters and buildings to house and feed the evacuated population, and provide clear and understandable instructions and information to the public prior to and during evacuation efforts.

- The name, location and capability of each available shelter should be catalogued and provided to local responders, the media and evacuees.
- The designated roads and routes should also be noted and provided to local responders, the media and evacuees.
- Use of local telephone systems such as 2-1-1 and 5-1-1 should be considered to ensure current information.
 - **2-1-1 Call Centers:** 2-1-1 call centers receive calls during a disaster requesting assistance and/or information from the public. They maintain current information on shelters, food, clothing, rumor control, and assistance locations.

- **5-1-1 Traffic & Weather:** Real time traffic and weather information can be obtained by calling 5-1-1 from most phones.
- The name, location and capability of each available shelter should be catalogued and provided to local responders, the media and evacuees.
- Additional planning may be required for the special needs population who may need accessible transportation, medical equipment and medicine, and other accommodations that will allow for a smooth evacuation process.
- Accommodations for household pets, service animals and livestock should be anticipated and planned for at the local level.

4.2 Organization

- When the state assumes the role of directing large-scale regional evacuations, close coordination and good communication with the emergency management organization of the involved counties is essential.
- City and county governments continue to be responsible for crowd and traffic control within their respective jurisdictions.
- When the State ECC is activated, Oregon Military Department (OMD) has the lead role in coordinating large-scale regional evacuation operations. OMD closely coordinates its activities with ODOT. Additionally, the OMD, the OPRD, and other state agencies may be involved.
- If the need for an evacuation is limited to one county, the local emergency management agency provides coordination of the evacuation operations. State agencies may assist the local government with evacuation operations.

4.3 Evacuation Guidelines

- Situation that could necessitate state coordination of an evacuation include:
 - An escalating emergency, requiring the movement of persons from one county to another. Sometimes, however, an evacuation of this nature will not be beyond the capabilities of the counties involved.
 - An emergency of regional scope.

- The risk involved in evacuating a large area should not be overlooked. It should be determined whether it would be safer for the public to “shelter-in-place.”
- Upon determining the need for state assisted coordination of the evacuation, the State ECC will be fully activated.
- City, county, tribal and state road maintenance agencies assist with establishing and maintaining road blocks, detours, and contraflow measures, via highway signing, barricades, and use of personnel. Evacuations will be determined according to ORS 810.010 and the ODOT emergency plan.
- Local emergency management officials continue to assist with transportation and other arrangements for persons with special needs, household pets, service animals and livestock.
- Jurisdictions along evacuation routes, and jurisdictions receiving displaced persons, shall be informed of estimated arrival times. Providing pre-positioned services including food, water, restrooms, fuel and shelter opportunities along evacuation routes should be considered.
- Provisions must be made for assigning and, if necessary, transporting American Red Cross volunteers and health professionals to the temporary housing and feeding facilities.
- Essential resources and equipment (e.g.: health and medical equipment and supplies) shall be moved to temporary housing facilities as well.
- A curfew may be considered, if necessary. At a minimum, to the extent possible, security is provided for evacuated areas in each affected county, under the direction of the appropriate local law enforcement agency.
- Providing emergency public information on the status of traffic, shelters, food and other services to displaced persons on a consistent basis during the evacuation effort is recommended.
- After the emergency event has ended:
 - The public shall be advised by local authorities of the cessation of the Evacuation Order and the lifting of the security perimeter.
 - Arrangements shall be made for the early return of persons needed to staff essential services, and to open vital businesses.

- A general return to the evacuated area will be allowed by local authorities as soon as possible.

5 Supporting Plans and Procedures

- National Response Framework, Mass Evacuation Incident Annex
- County Evacuation Plans and Annexes
- Oregon Response Plan For Animals In Disasters

6 Appendices

None at this time.

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